makes it the biggest river in Syria after the Euphrates. A short description of the Khabur valley was given earlier and the great possibilities of the river remain undeveloped. Unlike the Euphrates, especially in its lower reached, the Khabur valley is narrow. The alluvial plain does not extend more than five hundred meters on each bank in most places and then the land rises to a height of 10-50 meters over a distance of severl kilometers.

The alluvial plain along each bank has been more or less irrigated and planted by primitive methods such as the kard and the naqourah or dulab since old times. The kard can irrigate about fifteen dunums and the naqourah, if in good condition, can produce a flow of less than two inches of water and raise it to a height of a maximum six meters which is the diameter of the wheel. More prosperous Bedouins combine two or three naqourahs on the same axis and got a flow of about 3-5 inches. The naqourah is evidently a cheap way to raise water, but its construction is costly. Assuming that a Bedouin wants to build a naqourah on a new site, he has to erect a sort of a dam with stones on about half the river's width to raise the river's level and direct its flow towards his naqourah. Since stone is not abundant along the Khabur and has to be carried long distances, it becomes the job of specialized carpenters to construct the wheel, erect its supports, and balance it. This may cost another LS 1,500. The carpenter who constructs the wheel or naqourah becomes responsible for its maintenance and is paid yearly 11 percent of the yield of the land irrigated in lieu of wages.

The staple crops of the Khabur were formerly wheat in winter and sorghum in summer. Sorghum was preferred to every other summer crop because it provides food for both man and beast. Lately, the naqourah peasants began planting sesame and in the last two years cotton, but reverted this year to sorghum and sesame as the main summer crops.

Unlike the Kurdish or even the Bedouin peasant of northern Jazirah, the Khabur peasant is very poor and primitive. Rarely does he own one cow to use for plowing. Usually two or more farmers join to provide one team. For this reason the strip of land which he can cultivate for wheat or sesame does not exceed 20-30 dunums, of which half the yield goes to the owner of the land who provides water. This is to compare with 250-300 dunums cultivated by the Kurdish farmer, of which he has to pay only the rent of the combine for the harvest.

14:International Bank S-5 (1954)1955 MD1 Syria MD1

available as required. More women are to be found in modern industry than formerly, especially in the hosiery and other textile factories.

The Syrian workman is on the whole better educated and more adaptable than his counterpart in most of the Middle Eastern countries. The availability of a large force of handicraft workers skilled in the fashioning of metals, wood, stone, textiles and other materials was of great value when the rapid expansion of industry began. As it proceeded, the government and the industrial leaders became increasingly conscious of the need for systematic vocational education and training in schools and factories; this has made considerable progress in recent years.

In Annex I an appraisal is made of the existing vocational (other than agricultural) schools in Syria; our recommendations regarding their extension and improvement are designed better to fit them to the requirements of industry as well as those of commerce and banking.

The private business world, as well as the government, has made its contribution. Most Syrian employers now recognize that successful plant operation demands an adequate supply and a small turnover of skilled labor. Some of the larger factories have instituted training schemes, some providing up to three months specialized training during which the apprentice is paid the full minimum wage. Most of the other factories and workshops have systems under which learners are gradually promoted from the simple to the more skilled operations.

There are nearly 200 industrial unions combined in federations in Syria, with a total of about 25,000 members. The federations and also a large proportion of the trade unions have mutual funds, derived in part from normal subscriptions of members, and partly from government subsidies. They are used for grants to members for medical expenses, hospitalization, extension of the legal periods of sick pay, grants to aged workers, unemployment pay and the like.

The Directorate of Labor and Social Services in the Ministry of National Economy is responsible for ensuring enforcement of the provisions of Syria's rather liberal Labor Code, supervising the trade unions, establishing and operating public employment offices and encouraging the foundation of private ones.

Wages are comparatively low. Minimum wages are fixed by local Minimum Wage Boards. A fairly representative sample of daily wages seems to be: boys and women, £S 1; unskilled men, £S 2-5; skilled men,

14:International Bank S-5 (1954) 1955 MD1 Syria MD1

£S 5-7. For exceptionally heavy work daily wages up to £S 9 are paid. Foremen and managers receive from £S 10 upwards. It is far from certain whether the smallness of the wage offsets the low labor productivity. Employer-employee relations appear to be fair and on a democratic basis.

Management

Industrial management presents some striking contrasts, as pointed out in the Main Report. It is commendable that, in order to accommodate students who may serve as future industrial managers and top technical staff, the scope of the Engineering College of the Syrian University is being widened. In the past, only civil engineering has been offered but in the near future mechanical, electrical and chemical engineering will be included in the syllabus. In due course this will increase the local supply of trained personnel for industry and thus help overcome one of Syria's greatest deficiencies. Although this will make technical knowledge more readily available at lower cost, it would be very helpful if an institution were established to give technical, economical and financial advice on a consultant basis. This is one of the functions the mission has in mind to be performed by the proposed investment bank.

The mission observed that there are many weaknesses which could be avoided by more careful planning and by a better understanding of the various factors which make for higher efficiency. The proper estimation of the size of the market and the production capacity required to satisfy it, the quantity and quality of the necessary raw, or partly processed, materials and their sources and rate of supply, the utilization of waste products, quality control of the end products, analysis and control of costs and the application of budgeting could in many cases be introduced or greatly improved. Again, the great influence of working conditions on efficient production is often insufficiently recognized.

It was pointed out earlier that the basic industrial factors are, generally speaking, not unfavorable. It is the problem of raising the standard of efficiency generally that should receive primary consideration, preceding, in most cases, the provision of greater capacity. This conclusion stresses the urgent need for more and better qualified managing personnel, trained in modern industrial methods through frequent contacts with the West, and for intensified technical assistance.

44:Matthews and Akrawi S, G-3 (1945-1946)1949 Ml Middle East
SYRIA MDI

special education tax levied by the local authorities.[8] This could be done in two stages, first by making the local communities pay for the erection of school buildings and later by making them bear all other expenses, including the salaries of teachers. Steps were being taken in 1946 to put the first stage into operation.

TEACHERS' SALARIES

At the time of the visit of the American Council Commission in April 1946 the decree law governing the appointment, promotion, and salaries of teachers was on the point of being superseded by new decrees which were then in the making. A short sketch of the old decree law (No. 163, dated August 11, 1943) will be presented here in order to give an idea of the kind of practice which prevailed under French auspices and which is bound to leave its effect on the grading of teachers for some time. This will be followed by a summary of the new decrees defining the new cadres of the Ministry of Education.

The old decree law differentiates between the categories of teachers and of principals of schools, giving the latter a separate scale which was higher than that of the teachers. Teachers proper were divided into two categories: secondary (called professors) and primary teachers.

Secondary teachers were classified into six groups: head professor, group one professor, group two professor, group three professor, associate professor, and assistant professor. Each of these groups was further subdivided into four grades —distinguished, first, second, and third. This made a total of twenty-four grades for secondary-school teachers, for which the monthly salaries of the lowest grade ranged from a minimum £S60 ($27.50) to a maximum of £S75 ($34.40), and of the highest grade, a minimum of £S185 ($84.80) to a maximum of £S215 ($99). Grades and professorial groups overlapped in the salaries assigned to them to such an extent that the maximums and the minimums of three out of four grades in every group were the same as those of three grades in the next higher or lower group. This made a very complicated system.

Secondary teachers' salaries and their classification were closely linked with French degrees and diplomas. Each of the types of professors had to have one or more of the certificates of higher education leading to the *Licence ès Lettres* or *ès Sciences*.[9] In order to be appointed to the lowest secondary-school teaching post—that of associate professor—a candidate had to possess one certificate. One additional certificate was added for each of the four higher posts mentioned above until five certificates and a state or university doctorate were required for the head professors. As no colleges of arts and sciences existed at the Syrian Uni-

[8] Al-Husri, *op. cit.*, pp. 263–65.

[9] The *Licences ès Lettres* and *ès Sciences* are the first French university degrees. An undergraduate student had to secure certificates in four fields before he became eligible automatically for the *licence*.

44:Matthews and Akrawi S,G-S (1945-1948)1949 MI Middle East
SYRIA MDI

875
465

versity, the medical and law degrees of this institution were equated to four and three certificates respectively. In order to occupy the three higher ranks of secondary-school teaching, therefore, a candidate had to go to France to secure the required certificates. Degrees from other countries were equated, by a special committee if necessary, but holders of French or Syrian degrees or certificates were given an advantage. Although the decree law was extremely detailed and explicit, it gave no bases for the equation of well-known degrees from other countries. The degree of Bachelor of Arts of the American University of Beirut (an institution recognized in America as a Class A institution) was recognized as equivalent only to the secondary-school *Baccalauréat*, Second Part, a fact which barred its holders from teaching in the public secondary schools.

The same method of classification and assignment of salaries was followed in the case of primary teachers. These teachers were grouped into seven groups of four grades each. The upper three groups were reserved for graduates of primary-, elementary-, and "practical" teachers colleges in descending order, while the lower four groups were open to candidates who had only the second *baccalauréat*, first *baccalauréat*, or the primary-school certificate with four years of secondary work, again in descending order. Each grade had its minimum and its maximum. The lowest grade carried a minimum salary of £S33 ($15) and a maximum of £S42 ($19), and the highest grade carried a minimum of £S97.5 ($44.70) and a maximum of £S120 ($55). Salaries of women teachers were fixed consistently one grade lower than those for the men even though they had the same qualifications.

A special cadre was drawn up for secondary- and primary-school principals, the former in four groups of four grades each, and the latter in two groups of four grades each. As in the case of the teachers, each grade for the principals had a maximum and a minimum. The lowest grade for a secondary-school principal carried a minimum of £S97.50 ($44.70) and a maximum of £S130 ($55), while the highest grade of principals received a minimum of £S205 ($94) and a maximum of £S247.50 ($113.50). Differentiation among principals was not on the basis of academic or professional qualifications, or on experience and length of service, or on tested ability, but on the type of school administered—whether a primary-, elementary-, or vocational-teachers college, a secondary or a vocational school, and whether it was a day or a boarding school, and if a day school whether it had more or less than 300 students.

Primary-school principals were classified into two groups of four grades each. The higher group was for principals of large schools of ten or more classrooms and the lower group was for smaller schools of at least five classrooms. The range in salaries was £S70 to £S100 ($32 to $45.80) for the lowest grade, and £S112.50 to £S150 ($51.60 to $68.80) for the highest grade. Like the grades and the salaries of the secondary-school teachers, those for primary teachers and for principals greatly overlap one another.

It would take too long to give even a summary of the rest of the decree law, the details of which fill seventeen large pages, each of two columns of small print, dealing with conditions of choice of teachers, the types of studies and combinations of studies recognized, the conditions and emoluments of part-time teaching and supervising of students in the schools, and so on.

44-Matthews and Akrawi S, G-3 (1945-1946)1949 MI Middle East
SYRIA MD1

In his *Reports on the State of Education in Syria*[8] Sati' al-Husri levels a number of criticisms at the decree summarized above and makes certain recommendations. As his criticisms and suggestions point the direction which reform of this phase of the Syrian educational system is taking, a summary is given.

1. Exception is taken to the close tying-up of grades and salaries to the French type of diplomas and degrees on the ground that the French practice of accumulating certificates toward the degree of *licence* is not found in most other countries; indeed, it is the exception. To base teachers' appointments on it, therefore, is to create unnecessary difficulties in the way of dealing with degrees secured from other sources. Moreover, the certificates in French higher education have value only as leading to the degree of *licence* and should not be considered as separate entities or stages which would entitle a person to take teaching positions as laid down in the decree. In another connection the writer warns against blind imitation of one system of education (in this case the French) and declares that Syrian education had been for a quarter of a century under the monopoly of the French type of educational organization. He advocates a diversification of the sources of educational ideas from different countries with the idea ultimately of creating "a special Syrian-Arab type of educational organization."[9]

2. The decree, in overemphasizing certificates, gave little if any weight to the teacher's length of service and experience and to his ability and enthusiasm in his teaching. This tends to discourage the good teacher and creates a current of dissatisfaction among teachers. Any arrangement for the service of teachers should take account of these factors.

3. It makes a special classification for principals, distinct from teachers, with a considerable difference in salaries. This is not based on a sound educational principle and would tend to draw the best teachers toward school administration, to the detriment of good teaching and scholarship. Besides, to base the classification of principals on the sizes of the schools and not on ability and qualifications is not in the public interest, for a small but important school may require the appointment of one of the ablest men among principals.

4. There is no justification for setting the salaries of women teachers at a lower rate than those of the men. Salaries should be according to qualifications regardless of the teacher's sex. Otherwise, an injustice would be done to women at a time when more women are needed in teaching and should be encouraged to get into the profession.

5. The practice of promoting primary-school teachers into the field of teaching in secondary schools under the title of "assistant professors" is one of the main factors of weakness in this field, particularly when these are confirmed in their new positions. A better practice would be to keep them as teachers "delegated" from the primary schools until such time as the need for them ceases, or until special courses and classes are opened to enable them to raise their level.

6. Finally, the system of overlapping groups and grades is very confused and

[8] Al-Husri, *op. cit.*, pp. 11–32.
[9] *Ibid.*, pp. 47–49.

44:Matthews and Akrawi S, G-3 (1945-1946)1949 Ml Middle East
SYRIA MDI

V875
465

confusing and should be replaced by a simpler system where the various grades meet end-on, providing a consecutive scale.

Sati' al-Husri's criticisms have provided some of the bases for the new cadres of the Ministry of Education. These were passed shortly after the Commission of the American Council on Education left the Near East.[6] They were based on the *Basic Officials' Law* which had been passed earlier in the year and which lays down a new basic salary scale for all officials.

The new law divides state officials into twelve levels, from the eleventh at the lowest to the first, with a "distinguished" level on top. Each of these levels is divided into three grades with a minimum and a maximum salary. The minimums and maximums for each level, however, usually do not overlap, but meet end to end. Thus, the lowest level, the eleventh, is divided into three grades as follows:

Grade	Monthly Salary	
Grade 3 (minimum)	£S30	($13.76)
Grade 2	35	(16.05)
Grade 1 (maximum)	40	(18.35)

This increment continues at the rate of £S5 for each grade up to the sixth level, then at the rate of £S10 through the fifth, at the rate of £S15 through the third, of £S25 in the second, of £S30 in the first, and £S40 in the "distinguished" level. The salaries for this last level are:

Grade	Monthly Salary	
Grade 3 (minimum)	£S420	($192.66)
Grade 2	460	(211.00)
Grade 1 (maximum)	500	(229.39)

Thus, the lowest official in the state receives a basic salary of £S30 ($13.76) a month, and the highest receives £S500 ($229.39) a month.

According to the new decrees embodying the education cadres mentioned above, primary-school teachers are classified into five ranks, of which the tenth level (minimum salary, £S45) is their lowest appointment, and they may reach up to the fourth level (maximum salary, £S175). Graduates of the primary-teachers colleges are first appointed in the middle grade of the eighth level (£S75), graduates of secondary schools in the lowest grade of the ninth level (£S55), and graduates of intermediate and vocational schools in the lowest grade of the tenth level (£S45). Only graduates of teachers colleges may be promoted beyond the eighth

[6] Legislative Decree No. 61, dated October 20, 1946, "Embodying the Cadre of the Officials of Primary and Secondary Education"; and Legislative Decree No. 62, dated October 21, 1946), "Embodying the Cadre of the Officials of Secondary and Vocational Education," *Official Gazette of the Syrian Republic;* Vol. XXIV, No. 44, October 21, 1945, pp. 1479–83.

44:Matthews and Akrawi S, G-3 (1945-1946)1949 MI Middle East
SYRIA MDI

level without taking competitive examinations. The others must pass theoretical and practical professional examinations before they may be promoted beyond the eighth level. Salary scales are the same for men and women, and for teachers and principals. A principal, however, is given an additional allowance.

Secondary- and vocational-school teachers are classified into seven ranks and may be appointed, depending on their qualifications, at the bottom of the seventh level (minimum salary £S85) and may reach up to the second level (maximum salary £S290). To be appointed to the secondary or vocational schools, a candidate must hold a university degree beyond a secondary-school certificate. The bearer of a doctorate in literature or in science based on a *licence*, or master's degree, in arts or science may be initially appointed in the middle grade of the fourth level (£S150). The holder of a *licence*, or a master's degree, in arts or science may be appointed in the lowest grade of the fourth level (£S145), while the holder of a B.A. honors degree from an American university is first appointed at the highest grade of the fifth level (£S130). Candidates without these qualifications may be appointed when need arises after passing a competitive examination, provided they are either graduates of secondary schools who have had at least two years of university studies or are graduates of primary-teachers colleges who have had at least five years of experience in teaching, or are secondary-school graduates with at least six years of teaching experience. These may be first appointed only in the lowest grade of the seventh level (£S85) and cannot be promoted beyond the sixth level except after passing a further examination. The same salary schedule prevails for men and women, and for principals and teachers. Principals of boarding schools and their assistants, however, receive an allowance for their added responsibilities.

Both primary- and secondary-school teachers may receive leave for study without pay in order to improve themselves professionally. Any diploma or degree which they might receive as a result entitles them to corresponding increases in salary. The two decrees provide for commissions which will study the individual cases of every teacher and regrade him or her according to the new scale.

Owing to the wartime inflation, however, teachers, like all government officials, were given cost-of-living allowances. In 1946 these were 180 percent for £S40 or below, 120 percent for salaries between £S41 and £S80, 90 percent for salaries between £S81 and £S150, and 45 percent for any salary of £S151 or above. In addition, there were allowances for a wife and children. Thus, the salary of £S40 rises to £S112, while the highest

44:Matthews and Akrawi S,G-3 (1945-1946)1949 MI Middle East
SYRIA MD1

*875 salary paid, £S500, becomes £S912.5 ($418.57), not including allowances
•465 for the wife and children.

A system of pensions for government officials provides for a pension amounting to half the average final salary after thirty years of service. Teachers automatically fall under this plan.

Educational Legislation

*871 Five articles of the Syrian Constitution (Articles 19–23) deal with education. The freedom of education is guaranteed in so far as it is not contrary to public order and good morals and is not detrimental to the dignity of the country or of religion. Education is directed to raise the moral and intellectual standard of the people on lines best suited to the national characteristics, and to promote concord and a fraternal spirit among all citizens. Primary education is compulsory for all Syrians of both sexes and is free of charge in the public schools. The curriculum for public education is laid down by law in order to insure educational uniformity. All schools are placed under government supervision.

The provisional Ottoman Education Law of 1913 had never been completely superseded during the French mandate. The law of July 6, 1933, "Fixing the Orders and Stages of Public Education," and the various decrees and orders (*arrêtés*) issued during the mandate regime had determined the educational ladder, set down the curriculum, the public-examinations regulations, the internal administration of schools, the supervision of private and foreign schools, the sending of educational missions abroad, and various other aspects of education, repealing in each case the corresponding sections of the Ottoman law.[1]

The 1943 education law represents a somewhat radical departure from the law of 1933 and the collection of decrees and orders (*arrêtés*) which governed education under the mandate. Since it sets down the main provisions upon which the new educational structure has been and is being laid, a summary of it is given here.

The law defines the basic function of the Ministry of Education as "giving a good education to the new generation—in all aspects, physical, moral, and intellectual—in order that each of its individuals will grow with

[1] Excepting the orders regulating archeology (1933), the Syrian University (1926), and the Arab Academy (1943) which are to keep their force in so far as they do not conflict with the new law, until changed in their turn. The order regulating archeology was later superseded by Decree No. 352, "Embodying the Regulations of the Directorate of Archeology" (1945), while that regulating the University was superseded by Law No. 269 (1940) and Decree No. 40 (1945).